U.S. Department
Of Transportation
Federal Transit
Administration

Region II
New York
New Jersey

One Bowling Green
Room 429
New York, NY 10004-1415
212-668-2170
212-668-2136 (Fax)

May 4, 2018

Mr. Marc Albrecht
Deputy Director, Grant Management
Metropolitan Transportation Authority
2 Broadway
New York, NY 10004

Subject: MTA Long Island Railroad East Side Access Project

Dear Mr. Albrecht:

The Federal Transit Administration (FTA) has reviewed the Environmental Re-Evaluation Consultation form (Consultation Form) for the *MTA Long Island Railroad East Side Access Technical Memorandum No. 11 – 48th Street Entrance Deferral* (Tech Memo No. 11) submitted by the Metropolitan Transportation Authority (MTA) on March 30, 2018, regarding the MTA Long Island Railroad East Side Access Project (Project). As part of the Project, MTA proposes to defer completion of the planned 48th Street entrance to a later undermined date.

Based on our review of the Consultation Form for Tech Memo No. 11, attached hereto, FTA concurs that the proposed design modifications, as described in Consultation Form, will not result in significant adverse environmental impacts. The completed Consultation Form for Tech Memo No. 11 satisfies the National Environmental Policy Act requirements as outlined in 23 C.F.R. § 771.130, and no supplemental environmental review is necessary for the proposed change.

Please be aware that if any further changes to the Project are proposed, FTA will need to determine if additional environmental studies will be necessary before the changes are approved. Also please notify FTA when MTA has identified a new schedule for the completion of the 48th Street entrance. Please be mindful that MTA is obliged to complete the full scope of work identified in the Amended Full Funding Grant Agreement for the East Side Access Project.

Should you have any questions concerning this Project, please contact Nina Chung at 212-668-2180.

Sincerely,

Stephen Goodman, P.E.
Regional Administrator

Enclosure: Environmental Re-Evaluation Consultation Form for the *MTA Long Island Railroad East Side Access Technical Memorandum No. 11 – 48th Street Entrance Deferral*

Cc: J. Wuotinen MTA/MTACC

ENVIRONMENTAL RE-EVALUATION CONSULTATION

Note: The purpose of this worksheet is to assist sponsoring agencies in gathering and organizing materials for re-evaluations required under the National Environmental Policy Act (NEPA). Submission of the worksheet by itself does not meet NEPA requirements. FTA must concur in writing with its determination and/or the sponsoring agency's NEPA recommendation. Contact the FTA Region 2 office at (212) 668-2170 if you have any questions regarding this worksheet. We strongly encourage you to contact us to discuss your project changes or expiration of NEPA determination before you fill out this worksheet.

For Agency Use *Date Received:*	
Recommendation by Planner or Engineer: NINA CHUNG ☑ *Accept* ☐ *Return for Revisions* ☐ *Not Eligible*	*Reviewed By:* *Date:* 4/17/2018
Concurrence by Director of Planning and Program Development: Donald Burns ☒ *Accept Recommendation* ☐ *Return with Comments*	*Reviewed By:* *Date:* 4/17/2018
Comments: Concur w/ the analysis.	
Concurrence by Regional Counsel: Michael Culotta ☒ *Accept Recommendation* ☐ *Return with Comments*	*Reviewed By:* *Date:* 4/27/18
Comments:	
Concurrence by Approving Official:	*Date:* 5/3/18

Please answer the following questions, fill out the impact chart and attach project area and site maps. Using a site map from the previously approved NEPA document, show any project changes using a different color. Include additional site maps to help reviewer understand project changes.

PROJECT TITLE
MTA Long Island Rail Road East Side Access Technical Memorandum No. 11 – 48th Street Entrance Deferral

LIST CURRENT, APPROVED ENVIRONMENTAL DOCUMENTS (e.g. EIS/ROD, EA/FONSI, BA, RE-EVALUATION, etc.) If Re-evaluation, briefly describe.

Title: MTA Long Island Rail Road East Side Access Final Environmental Impact Statement
Date: March 2001
Type and Date of Last Federal Action – May 2001 Record of Decision

Title: MTA LIRR East Side Access Project Technical Memorandum Assessing Potential Design Changes (referred to as Technical Memorandum No. 1)
Date: February 2002
Type and Date of Last Federal Action - March 2002
FTA concurred with an assessment that showed no new adverse impacts would result from extending tail tracks south of Grand Central Terminal (GCT), a new 50th Street vent plant and a new truck dock, loop track modifications at Sunnyside, Queens, and a new entrance at the Roosevelt Hotel.

ENVIRONMENTAL RE-EVALUATION CONSULTATION

Note: The purpose of this worksheet is to assist sponsoring agencies in gathering and organizing materials for re-evaluations required under the National Environmental Policy Act (NEPA). Submission of the worksheet by itself does not meet NEPA requirements. FTA must concur in writing with its determination and/or the sponsoring agency's NEPA recommendation. Contact the FTA Region 2 office at (212) 668-2170 if you have any questions regarding this worksheet. We strongly encourage you to contact us to discuss your project changes or expiration of NEPA determination before you fill out this worksheet.

For Agency Use *Date Received:*	
Recommendation by Planner or Engineer: ☐ *Accept* ☐ *Return for Revisions* ☐ *Not Eligible*	*Reviewed By:* *Date:*
Concurrence by Director of Planning and Program Development: ☐ *Accept Recommendation* ☐ *Return with Comments*	*Reviewed By:* *Date:*
Comments:	
Concurrence by Regional Counsel: ☐ *Accept Recommendation* ☐ *Return with Comments*	*Reviewed By:* *Date:*
Comments:	
Concurrence by Approving Official:	*Date:*

Please answer the following questions, fill out the impact chart and attach project area and site maps. Using a site map from the previously approved NEPA document, show any project changes using a different color. Include additional site maps to help reviewer understand project changes.

PROJECT TITLE
MTA Long Island Rail Road East Side Access Technical Memorandum No. 11 – 48th Street Entrance Deferral

LIST CURRENT, APPROVED ENVIRONMENTAL DOCUMENTS (e.g. EIS/ROD, EA/FONSI, BA, RE-EVALUATION, etc.) If Re-evaluation, briefly describe.

Title: MTA Long Island Rail Road East Side Access Final Environmental Impact Statement
Date: March 2001
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Title: MTA LIRR East Side Access Project Technical Memorandum Assessing Potential Design Changes (referred to as Technical Memorandum No. 1)
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Type and Date of Last Federal Action - March 2002
FTA concurred with an assessment that showed no new adverse impacts would result from extending tail tracks south of Grand Central Terminal (GCT), a new 50th Street vent plant and a new truck dock, loop track modifications at Sunnyside, Queens, and a new entrance at the Roosevelt Hotel.

Title: MTA LIRR East Side Access Project Design Changes in Queens Revision 14-4M (referred to as Technical Memorandum No. 2)
Date: November 2005
Type and Date of Last Federal Action - April 2006.
FTA concurred with the assessment that showed no new significant adverse impacts would result from design revisions in Sunnyside Yard, Queens, involving the Harold Interlocking and changes to meet new 2003 National Fire Protection Association standards for ventilation systems design.

Title: MTA LIRR ESA 50th Street Facility Revised Supplemental Environmental Assessment (EA) to the East Side Access Final Environmental Impact Statement
Date: April 2006
Type and Date of Last Federal Action: Finding of No Significant Impact; July 27, 2006

Title: MTA LIRR East Side Access Technical Memorandum Assessing Design Refinement: Tail Tracks Ventilation Plenum and Grate (referred to as Technical Memorandum No. 3)
Date: February 2008; Transmitted April 16, 2008
Type and Date of Last Federal Action: July 2008
FTA concurred with assessment that showed no new significant adverse impacts would result from the 37th Street sidewalk grates and vent plenum.

Title: MTA LIRR East Side Access Technical Memorandum Assessing Design Changes: LIRR Concourse and Street Entrances, in addition to other documents (referred to as Technical Memorandum No. 4)
Date: July 2009
Type and Date of Last Federal Action: March 3, 2010
FTA concurred with an assessment that showed no new significant adverse impacts would result from GCT design changes and entrance configuration.

Title: Redundant Elevator for East Side Access Concourse (referred to as Technical Memorandum No. 5)
Date: March 2010
Type and Date of Last Federal Action: July 29, 2010
FTA concurred with an assessment that showed no new significant adverse impacts would result from construction of a redundant elevator for the East Side Access concourse.

Title: Environmental Re-Evaluation Consultation submitted for "MTA Long Island Rail Road East Side Access Technical Memorandum No. 6 – 48th Street Entrance Design" (referred to as Technical Memorandum No. 6)
Date: September 2011
Type and Date of Last Federal Action: November 23, 2011
FTA concurred with an assessment that concluded no new significant adverse impacts would result from relocating the 280 Park Avenue entrance west to 415 Madison Avenue (an adjacent building).

Title: Environmental Re-Evaluation Consultation form submitted for "MTA Long Island Rail Road East Side Access Technical Memorandum No 7 – 37th Street Shaft – Construction Access" (referred to as Technical Memorandum No. 7)
Date: September 2013
Type and Date of Last Federal Action: November 4, 2013
FTA concurred with an assessment that concluded no new significant adverse impacts would result from changes to construction access for the 37th Street shaft.

Title: Environmental Re-Evaluation Consultation form submitted for "MTA Long Island Rail Road East Side Access Technical Memorandum No. 8 – Command Center Elevator" (referred to as Technical Memorandum No. 8)
Date: March 26, 2015
Type and Date of Last Federal Action: April 24, 2015
FTA concurred with an assessment that concluded no new significant adverse impacts would result from changes regarding a command center elevator.

Title: Environmental Re-Evaluation Consultation form submitted for "MTA Long Island Rail Road East Side Access Technical Memorandum No. 9 – Concrete Deliveries at 55th Street" (referred to as Technical Memorandum No. 9)
Date: June 8, 2015
Type and Date of Last Federal Action: July 10, 2015
FTA concurred with an assessment that concluded no new significant adverse impacts would result from changes providing for construction-related concrete deliveries at 55th Street.

Title: Environmental Re-Evaluation Consultation form submitted for "MTA Long Island Rail Road East Side Access Technical Memorandum No. 10
Concrete Deliveries at 49th Street and 415 Madison Entrance Design Enhancement" (referred to as Technical Memorandum No. 10)
Date: February 10, 2016
Type and Date of Last Federal Action: March 7, 2016
FTA concurred with an assessment that concluded no new significant adverse impacts would result from relocating construction-related concrete deliveries to 49th Street and modifying the design of the proposed entrance at 415 Madison Avenue.

HAS THE MOST CURRENT AND OTHER PERTINENT APPROVED ENVIRONMENTAL DOCUMENTS BEEN *RE-READ* TO COMPARE ANY PROPOSED PROJECT CHANGES?

☐ **NO (STOP! The most current approved environmental document MUST be re-read prior to completing a re-evaluation.)**

☒ **YES** **NAME:** Jennifer Wuotinen **DATE:** March 26, 2018

IS THE PROJECT CURRENTLY UNDER ☒ **DESIGN** **OR** ☒ **CONSTRUCTION?**

REASON FOR RE-EVALUATION

The currently approved project includes a 48th Street entrance within an existing office building at 415 Madison Avenue. However, the building owner (415 Madison Avenue LLC, represented by its agent the Rudin Management Company [RMC] is anticipating redeveloping the building at 415 Madison Avenue with the potential for a substantially larger building. The building owner's uncertainty concerning the rebuilding effort, along with the owner's request for substantial additional engineering design and structural support, has introduced major financial and schedule risks for completion of this new ESA entrance. To allow time to address these issues, MTA is proposing a modification to the design of the East Side Access (ESA) Project. This proposed modification includes the following:

- Deferring completion of the planned 48th Street entrance to a later, undetermined date.
- Enhancement of a planned ESA entrance at 47th Street to accommodate modified pedestrian flows as a result of the deferred 48th Street entrance
- Modifications to the airflow system to account for deferral of an intake/exhaust point in the planned 48th Street entrance
- Construction of a temporary emergency egress hatch in the sidewalk of 48th Street between Madison and Vanderbilt Avenues.

While the proposed design modification includes deferring the 48th Street entrance, this entrance is still part of the ESA Project and MTA is committed to constructing this entrance as soon as it is practicable.

Background

In the FEIS design, an ESA entrance was included on the north side of 48th Street between Park and Madison Avenues. As the design progressed, the location and layout of that entrance was modified, with the entrance shifted westward along 48th Street from its original location in the existing building at 280 Park Avenue to a location in the existing building at 415 Madison Avenue. Following that change, a further design modification was made to enhance the visibility of the planned entrance given the building owner's plan for an extensive reconstruction of the building at 415 Madison Avenue. With that change (evaluated in Technical Memorandum 10 in February 2016), the entrance remained in the building at 415 Madison Avenue, on the north side of 48th Street between Park and Madison Avenues, but was revised to include approximately 1,300 square feet of additional second floor space in the entrance foyer and to add a street-side exterior canopy.

MTA and RMC have executed several design and utilities relocation agreements and completed a series of efforts to enable construction of the 48th Street entrance without interference. This was slated to be completed in September 2020. However, MTA has not been able to conclude the remaining real estate easement and construction agreements with RMC, given the building owner's evolving plans.

The ESA entrance at 415 Madison Avenue was originally planned to accommodate 25 percent of the projected passenger flow for the ESA Project. These passengers must be accommodated when ESA is open for service. Given the uncertainty in timing for a 48th Street entrance in the building at 415 Madison Avenue, the proposed design modification includes deferring the 48th Street entrance and accommodating the displaced passenger flow through enhancements to other existing and planned entrances. In addition, some passengers are likely to shift because of changes in background development trends, as discussed below.

Development Trends

East Midtown has recently been the subject of several public policy initiatives intended to stimulate new office development around Grand Central Terminal (GCT). Most recently, this includes the Greater East Midtown Rezoning adopted by the New York City Council in 2017, which affected the area between Third and Fifth Avenues from 39th to 57th Streets. The recently approved Greater East Midtown Rezoning is intended to reinforce Midtown as a Central Business District, support the preservation of landmarked buildings, and provide for public realm improvements. The rezoning includes incentives for development near transit stations and for incorporating transit improvements into new developments. According to the New York City Department of City Planning, the rezoning is projected to result in approximately six million square feet of new development. Much of the new development will be located close to GCT, taking advantage of development bonuses now available there. The owner of 415 Madison Avenue has indicated an intent to take advantage of the rezoning to construct a substantially larger building on the property.

DESCRIPTION OF PROJECT CHANGES, NEW INFORMATION OR REASON FOR DELAY IN CONSTRUCTION

Currently Approved Project

With the currently approved ESA Project, new Long Island Rail Road (LIRR) passengers at GCT will use the numerous street-level and intra-terminal access points to GCT. As shown in **Figure 1**, these include entrances from many points around the terminal, predominantly within the terminal building or existing office buildings and hotels that are located above the GCT complex from East 42nd to East 48th Street. They also include multiple access points between different terminal areas and the New York City subway system.

The ESA Project approved in 2001 following completion of the FEIS and ROD (i.e., the FEIS design) included a connection from the LIRR concourse to the Biltmore Room in GCT and the following new street-level entrances (pages 2-14, 2-15, and 2-16 of the FEIS, in the discussion of "Option 2," which is the approved FEIS design):

- 347 Madison Avenue, on the south side of East 45th Street between Madison and Vanderbilt Avenues
- 245 Park Avenue, on the south side of East 47th Street between Park and Lexington Avenues (currently in revenue service)
- 270 Park Avenue, on the southwest corner with East 48th Street
- 280 Park Avenue, on the north side of East 48th Street between Madison and Park Avenues (or on the south side of East 49th Street in the same building)
- 335 Madison Avenue, on the southeast corner with East 44th Street

In addition, the FEIS design also included access using three entrances constructed as part of a previous "Grand Central North" project that provided new entrances to GCT for Metro-North Railroad (MNR) customers; with the FEIS design, those entrances would also be shared with LIRR customers (see pages 2-13 and 2-14 of the FEIS):

- On the north side of East 47th Street between Madison and Park Avenues, outside the building at 401 Madison Avenue (currently in revenue service)

- 383 Madison Avenue, on the southeast corner of East 47th Street, in a building being constructed by a private developer (currently in revenue service)
- At the northeast corner of East 48th Street and Park Avenue, outside the Westvaco Building at 299 Park Avenue (currently in revenue service)

Technical Memorandum No. 4, completed in 2009 and approved in 2010, deferred the ESA entrance at 347 Madison Avenue until future building plans there are known but added an emergency egress stairwell there; eliminated the 270 Park Avenue entrance on the south side of 48th Street because it was redundant with the 280 Park Avenue entrance; and eliminated the 335 Madison Avenue entrance at 44th Street.

Technical Memorandum No. 6, completed and approved in 2011, moved the entrance formerly planned at 280 Park Avenue on the north side of East 48th Street to 415 Madison Avenue, an adjacent building between Madison and Park Avenues. Technical Memorandum No 10, completed and approved in 2016, modified the proposed entrance at 415 Madison Avenue on the north side of East 48th Street.

As summarized above, the ESA entrance on the north side of 48th Street has been revised since completion of the FEIS.

As a result, the currently approved project includes four ESA Project street entrances currently in revenue service for GCT passengers, at 245 Park Avenue (on 47th Street between Park and Lexington Avenues), at 383 Madison Avenue (on the south side of 47th Street at Madison Avenue), on the northeast corner of Madison Avenue and East 47th Street adjacent to the building at 401 Madison Avenue, and on the northeast corner of East 48th Street and Park Avenue. The currently approved project also includes one additional entrance still to be constructed by MTA—at 415 Madison Avenue (on the north side of 48th Street at Madison Avenue). It also includes the new entrances for ESA to be created as passenger amenities by private developers as part of the new buildings being constructed at One Vanderbilt (on the block between 42nd and 43rd Streets between Madison and Vanderbilt Avenues) and at 343 Madison Avenue (the former location of MTA's headquarters, on Madison Avenue between 44th and 45th Streets). The entrances at One Vanderbilt and 343 Madison Avenue will be created as new passenger amenities by the private developers of those new buildings, and therefore were not reviewed in any technical memorandum or other environmental analyses for ESA. The entrances included as part of the currently approved ESA project, as well as the other existing entrances to GCT, are shown in **Figure 1**.

Please see **Table 1** below for a summary of the entrance locations included in the FEIS design, currently approved design, and proposed design modification.

Proposed Design Modification

With the proposed design modification, the 48th Street entrance would be deferred to an unknown date to accommodate the 415 Madison Avenue building owner's stated plans to undertake a major reconstruction of the building. The deferral eliminates the potential for continuing design modifications and delays related to the uncertainties of the building reconstruction, as well as overarching financial risks.

The modified design would also include the following proposed additional passenger circulation and egress capacity improvements. Based on the pedestrian flow analysis (provided in Attachment A), these additional circulation and capacity improvements are needed as a result of deferring the street-level entrance at 48th Street:

- Modifications to the planned ESA entrance at 47th Street. At 47th Street and Madison Avenue, existing entrances into GCT are located on both sides of the street—in the sidewalk at the northeast

corner (next to 401 Madison Avenue/270 Park Avenue) and within the building on the southeast corner (383 Madison Avenue, completed in 2002). Neither of these buildings is a historic resource (neither is listed on or eligible for the National Register of Historic Places and neither is a New York City Landmark.) Both entrances lead into a passageway beneath 47th Street that connects to GCT. The proposed design modification at 383 Madison Avenue will expand a planned 5-foot-wide staircase by an additional 5 feet, resulting in a 10-foot-wide stairway leading from the mezzanine level to the LIRR concourse south of the Metro-North Railroad 47th Street cross-passageway. In addition, a new 7-foot-wide stair would also be constructed from the mezzanine level to the concourse, parallel to the 10-foot-wide stair. **Figure 2** illustrates the proposed modifications to the 47th Street entrance. This project element would be permanent and would remain in use once the new 48th Street entrance is complete.

Please see **Table 1** below for a summary of the entrance locations included in the FEIS design, currently approved design, and proposed design modification.

- An emergency exit through a sidewalk hatch in 48th Street. The proposed modification would convert the passageway that would have led to the 48th Street entrance into an emergency egress, connected to a hatch in the sidewalk. With this modification, emergency egress would continue to comply with the fire-life safety requirements of the New York State Building Code. The MTA plans to construct the emergency exit using the existing sidewalk vault adjacent to 415 Madison Avenue. This project element would be temporary, until the new 48th Street entrance is complete. This sidewalk vault is under the jurisdiction of the City of New York and is currently in use by the occupant of 415 Madison Avenue. As part of the proposed design modification, it would be repurposed by MTA for the temporary use.
- New ductwork to provide outside air supply, to replace the fresh air intake for the ESA concourse that was planned as part of the new 48th Street entrance that would be deferred with the proposed design modification. The currently approved project includes louvers for outside air supply on the façade at the 48th Street entrance at 415 Madison Avenue that would provide fresh air for the concourse. With deferral of that entrance, a substitute source of outside air supply would be provided. Based on preliminary studies, MTA anticipates constructing a new duct system to connect to the 50th Street ventilation plenum. This would be a permanent feature of the ESA Project. The 50th Street ventilation facility can accommodate the additional ventilation demands that would result from this proposed modification. At the 50th Street ventilation facility, the current design for the intake air plenum has a peak (not maximum) flow of 169,000 cubic feet per minute (cfm). With the proposed modification, the new peak flow of the intake plenum would be 209,000 cfm. This would not require any changes to the fan capacity of the 50th Street ventilation facility. The only design changes required at the facility would be a connection to the ventilation plenum and relocation of a fan at the connection point. No additional property acquisitions or easements are required for the proposed change.

A fire-life-safety egress analysis of the proposed modified design was conducted for MTA by a third-party engineering firm. That analysis did not identify any adverse impacts associated with the deferral of the 48th Street entrance when the proposed exit enhancements at 47th Street and 48th Street were included.

Table 1
Comparison of ESA Street-Level Entrances:
FEIS Design, Currently Approved Design, and Proposed Design

ESA Entrance	FEIS	Currently Approved Design	Proposed Design Modification
347 Madison Ave (south side of 45th St, Madison-Vanderbilt Ave)	Included	Included (to be upgraded as part of new building at 343 Madison Ave)	Included
245 Park Ave (south side of 45th St, Park-Lexington Aves)	Included	Included (and in revenue service)	Included (and in revenue service)
270 Park Ave (southwest corner at 48th St)	Included	Not included	Not included
280 Park Ave (north side 48th St or south side 49th St, Madison-Park Ave)	Included	Included at modified location, at 415 Madison Ave	Deferred to a unknown future date
335 Madison Ave (southeast corner at 44th St)	Included	Not included	Not included
401 Madison Ave (sidewalk entrance at northeast corner at 47th St)	Included	Included (and in revenue service)	Included (and in revenue service)
299 Park Avenue (northeast corner at 48th St)	Included	Included (and in revenue service)	Included (and in revenue service)
383 Madison Ave (southeast corner at 47th St)	Included (to be constructed by a private developer in new building)	Included (and in revenue service)	Included (and in revenue service)
One Vanderbilt (Madison-Vanderbilt Aves, 42nd-43rd Sts)	Not included	Included (being constructed by private developer in new building)	Included

HAVE ANY NEW OR REVISED LAWS OR REGULATIONS BEEN ISSUED SINCE APPROVAL OF THE LAST ENVIRONMENTAL DOCUMENT THAT AFFECTS THIS PROJECT? If yes, please explain.

☒ **NO**
☐ **YES**

IS THE LIST OF THREATENED AND ENDANGERED SPECIES (NMFS AND USFWS) MORE THAN 6 MONTHS OLD?
☒ **NO**
☐ **YES (STOP! Endangered Species lists and analysis MUST be updated.)**

WILL THE NEW INFORMATION HAVE THE POTENTIAL TO CAUSE A CHANGE IN THE DETERMINATION OF IMPACTS FROM WHAT WAS DESCRIBED IN THE ORIGINAL ENVIRONMENTAL DOCUMENT FOR ANY OF THE AREAS LISTED BELOW? For each impact category, please indicate whether there will be a change in impacts. For all categories with a change, continue to the table at the end of this worksheet and provide detailed descriptions of the impacts as originally disclosed in prior environmental documents, describe all changes and possible impacts. For a project with delay(s) in implementation, confirm the accuracy and validity of the underlying studies. The change in impact may be beneficial or adverse.

Transportation	☒ Yes	☐ No
Land Use and Economics	☐ Yes	☒ No
Acquisitions, Displacements, & Relocations	☐ Yes	☒ No
Neighborhoods & Populations (Social)	☐ Yes	☒ No
Visual Resources & Aesthetics	☐ Yes	☒ No
Air Quality	☐ Yes	☒ No
Noise & Vibration	☐ Yes	☒ No
Ecosystems (Vegetation/Wildlife, incldg Endng'd Species)	☐ Yes	☒ No
Water Resources	☐ Yes	☒ No
Energy & Natural Resources	☐ Yes	☒ No
Geology & Soils	☐ Yes	☒ No
Hazardous Materials	☐ Yes	☒ No
Public Services	☐ Yes	☒ No
Utilities	☐ Yes	☒ No
Historic, Cultural & Archaeological Resources	☐ Yes	☒ No
Parklands & Recreation	☐ Yes	☒ No
Construction	☒ Yes	☐ No
Secondary and Cumulative	☐ Yes	☒ No
Environmental Justice	☐ Yes	☒ No

Will the changed conditions or new information result in revised documentation or determination under the following federal regulations/orders?

Endangered Species Act	☐ Yes	☒ No
Magnuson-Stevens Act	☐ Yes	☒ No
Farmland Preservation Act	☐ Yes	☒ No
Section 404-Clean Water Act	☐ Yes	☒ No
Floodplain Management Act	☐ Yes	☒ No
CERCLA (Hazardous Materials)	☐ Yes	☒ No
Section 106 National Historic Preservation Act	☐ Yes	☒ No
Uniform Relocation Act	☐ Yes	☒ No
Section 4(f)	☐ Yes	☒ No
Section 6(f) Lands	☐ Yes	☒ No
Wild & Scenic Rivers	☐ Yes	☒ No
Coastal Barriers	☐ Yes	☒ No
Coastal Zone	☐ Yes	☒ No
Sole Source Aquifer	☐ Yes	☒ No
National Scenic Byways	☐ Yes	☒ No
Environmental Justice	☐ Yes	☒ No
Other	☐ Yes	☒ No

If you checked yes to any of these, describe how the changes impact compliance and any actions needed to ensure compliance of the new project:

Will these changes or new information likely result in substantial public controversy?

☐ **Yes** ☒ **No**

Comments:

Will these changes or new information require any new or different mitigation measures? If yes, describe the measures in each category.

Yes ☒**No**

COMMENTS:

CONCLUSIONS AND RECOMMENDATIONS:

The proposed project modification, including deferral of the ESA Project 48th Street entrance and associated modifications (increased capacity at the 47th Street entrance, new emergency egress at 48th Street, and modifications to ventilation ducts) would not cause a change in the determination of impacts from what was described in the FEIS or subsequent NEPA documentation for any of the NEPA areas listed above. No new significant adverse impacts will result. Further environmental analysis is not necessary.

LIST OF ATTACHMENTS:

Figure 1:	Grand Central Terminal Entrance Locations
Figure 2:	Modification to 47th Street Entrance
Attachment A:	Analysis of Impacts to East Side Access Pedestrian Flows Related to Deferral of 48th Street Entrance

SUBMITTED BY:
By signing this, I certify that to the best of my knowledge this document is complete and accurate.

Name Jennifer Wuotinen Title Program Manager I	Date March 26, 2018

Submit two paper copies of this form, attachments, and a transmittal letter recommending a NEPA finding to the address below. Submit an electronic version to your area FTA Community Planner. Contact FTA at the number below if you are unsure who this is or if you need the email address. Modifications are typically necessary. When the document is approved, FTA may request additional copies.

Federal Transit Administration, Region II
1 Bowling Green, Room 429
New York, NY 10004

phone: (212) 668-2170
fax: (212) 668-2136

Impact Category	Impacts & any mitigation as Initially Disclosed	New Impacts or Updated Analysis	Change in Impacts
****Example**** ***Water Resources/ Impervious Surface***	*Initial design included 0.60 acres of new impervious surface for the parking lot.*	*Modified design changes the striping pattern and results in 0.75 acres of new impervious surface.*	*The new design results in 0.15 more impervious surface than initially planned and new run-off permit required*
Transportation	The FEIS design included five new street-level entrances to GCT, three additional entrances constructed as part of the Grand Central North project, and the GCT entrances already in place. Following the FEIS, subsequent technical memoranda modified the number and location of the entrances. With these modifications, all entrances were predicted to operate at acceptable levels of service.	The proposed design modification would defer completion of the ESA Project's new street-level entrance at 48th Street (415 Madison Avenue) to an unknown date in the future. In addition, changes to background conditions since the FEIS have shifted and will shift pedestrian demand southward at GCT. The proposed design modification includes the following changes: (1) modifications to the planned ESA entrance at 47th Street – a planned stairway would be widened from 5 feet to 10 feet and an additional 7-foot-wide stair would also be constructed; (2) A new temporary emergency exit sidewalk hatch at 48th Street would be constructed; and (3) A new duct system connecting to the 50th Street ventilation plenum would be constructed.	With the proposed design modification and changes in background conditions, the pedestrian levels of service for the ESA street-level entrances to GCT would remain acceptable at all ESA entrances. Please refer to Attachment A. Therefore, there would be no significant adverse impact to transportation, including pedestrian flow, as a result of the proposed modifications.
Land Use and Economics			
Acquisitions, Displacements, & Relocations			

Impact Category	Impacts & any mitigation as Initially Disclosed	New Impacts or Updated Analysis	Change in Impacts
Neighborhoods & Populations (Social)			
Visual Resources & Aesthetics			
Air Quality			
Noise & Vibration			
Ecosystems (Vegetation & Wildlife)			
Water Resources			
Energy & Natural Resources			
Geology & Soils			
Hazardous Materials			
Public Services			
Utilities			
Historic, Cultural & Archaeological Resources			

Impact Category	Impacts & any mitigation as Initially Disclosed	New Impacts or Updated Analysis	Change in Impacts
Parklands & Recreation			
Construction	The FEIS anticipated construction impacts lasting up to 2.5 years at above-ground construction sites in Manhattan and resultant traffic disruptions, increased truck traffic, pedestrian inconveniences on sidewalks, and noise and dust nuisances to nearby land uses. On 48th Street, one curb lane between Park and Madison Avenue would be used for construction activities for about one year. The modified design evaluated in Technical Memorandum No. 6 (2011) would require more extensive street-level disruption on 48th Street, with construction activity lasting approximately 28 months rather than 12 months for the FEIS design. To minimize any potential impacts of construction activities on traffic, Maintenance and Protection of Traffic Plans (MPTs) would be developed and implemented. At all times, at least one moving travel lane would be maintained on each affected street. On streets where lane closures would be necessary, such as 48th Street, on-street parking would be prohibited and parking regulations would be changed to "No Standing Anytime" to ensure continued vehicular flow. The north and south curbs of 48th Street are signed "No Standing Except Trucks Loading and Unloading, 7 Am to 7 PM, Except Sunday", and close to Madison Avenue, no standing rules are posted along the north curb. These rules would	The proposed design modification would defer construction of a new entrance at 48th Street, which would temporarily reduce street-level construction activity at 48th Street. A new emergency hatch would be constructed in the existing sidewalk vault on the north side of 48th Street. This property is under the jurisdiction of the City of New York; established procedures exist whereby the MTA can request City of New York to permit the MTA to use this area. Construction of the new hatch would take approximately 9 to 12 months to construct, which would occur concurrently with other construction in the 47th Street cross passageway. The proposed design modification would involve approximately 17 months, to modify staircases and connections to the mezzanine at 47th Street and to modify the ventilation system. This activity would be visible to the public only at the 47th Street cross passage on the mezzanine level.	The proposed design modification would not result in any new significant adverse impacts related to construction. Construction activities would occur below 383 Madison Avenue, within the Grand Central Terminal Train Shed (MTA controlled easement) at the mezzanine level, concurrently with other activities underway for ESA and to improve access to the terminal. The new emergency hatch on 48th Street would take approximately 9 to 12 months to construction and the modifications in the 47th Street passageway would take approximately 17 months. This construction would not delay the overall project's revenue service date. These changes would not result in any significant adverse impacts.

Impact Category	Impacts & any mitigation as Initially Disclosed	New Impacts or Updated Analysis	Change in Impacts
	be changed to "No Standing Anytime" to ensure that at least one travel lane is maintained. Access to loading areas and driveways would be maintained during construction. As most Midtown Manhattan streets typically have one effective moving travel lane, with curbs typically occupied by delivery vehicles, taxis, and parked cars, this would not significantly change traffic conditions in Midtown.		
Secondary and Cumulative			
Environmental Justice			
Other			

Attachment A
Analysis of Impacts to East Side Access Pedestrian Flows Related to Deferral of 48th Street Entrance

This attachment evaluates the potential impacts to pedestrian flows that may occur as a result of deferral of the 48th Street entrance from the East Side Access (ESA) Project at this time. It considers the effects of the modified project together with changes that will occur to background conditions around Grand Central Terminal (GCT) as a result of development patterns and recently approved rezoning initiatives, which will affect the likely distribution of passenger flows and shift some flows to locations not previously predicted.

The pedestrian analyses presented in the Final Environmental Impact Statement (FEIS) considered the effects of the ESA Project in the year 2020 as a long-term future analysis year, beyond the anticipated project completion year of 2012. Pedestrian analyses completed in subsequent environmental documentation (e.g., Technical Memorandum 4) considered both 2020 and 2030 as long-term analyses years. As construction has advanced, the completion year for the project has been delayed and is now anticipated for 2022. This analysis therefore considers the year 2030 as a long-term analysis year, to reflect conditions after the ESA Project is complete.

Changes in Background Conditions

Previous pedestrian analyses for ESA assumed a distribution of Long Island Rail Road (LIRR) passengers through the project's entrances based on census data relating to passengers' origins and destinations, updated where relevant to account for anticipated new development. More than half the passengers (about 53.5 percent) would use one of the new ESA entrances to enter GCT and the others would use existing GCT entrances. Approximately 25 percent of the passengers were originally projected to use the new 48th Street entrance for access to and from GCT.

East Midtown has recently been the subject of several public policy initiatives that are expected to result in substantial growth in new office development. These include a rezoning of the properties between Vanderbilt and Madison Avenues from 42nd to 47th Street adopted by the New York City Council in 2015 and the Greater East Midtown Rezoning adopted by the New York City Council in 2017, which affected the area between Third and Fifth Avenues from 39th to 57th Streets.

As a result of the rezoning for the five blocks between Madison and Vanderbilt Avenues from 42nd to 47th Street, a large new office building is currently under construction on the block between 42nd and 43rd Streets. This development, One Vanderbilt, will be 1.7 million square feet in size and will create new entrances to GCT, including a new entrance for the ESA Project that was not previously accounted for in ESA passenger forecasts. This entrance will be created as a new passenger amenity by a private developer, and therefore was not reviewed in any technical memorandum or other environmental analyses for ESA. In addition, within this same five-block area, the MTA sold its former headquarters building at 347 Madison Avenue and that property is being redeveloped as 343 Madison Avenue, with a new ESA entrance that provides a direct connection from street level to the new LIRR concourse. Similarly, this entrance will be created as a new passenger amenity by a private developer, and therefore was not reviewed in any technical memorandum or other environmental analyses for ESA. Overall, this development trend will shift passenger demand south from the 48th Street entrance.

The recently approved Greater East Midtown Rezoning is intended to reinforce Midtown as a Central Business District, support the preservation of landmarked buildings, and provide for public realm improvements. The rezoning includes incentives for development near transit stations and for incorporating transit improvements into new developments. According to the New York City Department of City Planning, the rezoning is projected to result in approximately six million square feet of new development. Much of the new development will be located close to GCT, taking advantage of development bonuses now available there. Substantial growth is predicted for the west side of Madison Avenue between 43rd and 45th Streets and blocks east of GCT between 42nd and 47th Streets. This rezoning, which was approved in August 2017, was not included in the previous ridership forecast for ESA. The rezoning will result in substantial development farther south than was envisioned when the ESA Project was first planned, which will reduce the importance of the 48th Street entrance.

Updated Pedestrian Analyses

This assessment considers the effects of the deferral of the 48th Street entrance in combination with the shift in expected development around GCT discussed above. It also includes modifications to the ESA 47th Street entrance that are proposed as part of the proposed design modification and would become permanent elements of the ESA Project that would remain in place once the new 48th Street entrance is completed. While the proposed design modification proposes deferring the 48th Street entrance, this entrance is still part of the ESA Project and MTA is committed to constructing this element as soon as it is practicable.

The following assumptions were made related to ESA entrances:

- Modifications to the planned 47th Street entrance including: increasing the stair capacity from the lower landing leading to the 383 Madison Avenue entrance (mezzanine) under an MTA controlled easement to the LIRR concourse by widening the planned staircase and adding a new staircase that leads to the concourse:
    - A new vertical circulation element (VCE) bank would be constructed to the immediate south of the 47th Street cross-passageway. This 17-foot-wide area would accommodate two stairwells: a previously planned 5-foot-wide staircase that would be widened to 10 feet, and a new 7-foot-wide stairway. These new stairs would connect the LIRR mezzanine to its concourse parallel with 47th Street above. From the mezzanine level, a combination of existing stairs and escalators connects up to the main 383 Madison Avenue building lobby and out to the street.
    - These direct new vertical connections would logically attract most riders who would otherwise have used the 48th Street entrance (about 75 percent were assumed to use this new connection).
- As part of the new entrance being created as a passenger amenity by the private developer of the building, a new three-escalator straight-run VCE entrance is planned to be constructed in the 343 Madison Avenue building at 45th Street. Given the shift in development anticipated around GCT, the analysis assumed that 14 percent of LIRR passengers would use this VCE, an increase from the previous distribution of 10 percent.

The analysis also evaluated the use of the recently constructed ESA entrance at 245 Park Avenue, on the south side of 47th Street between Park and Lexington Avenues. This entrance on the far east end of the

Metro-North Railroad 47th Street cross-passageway was originally planned to shift some passengers from the existing north end entrance to GCT at the northeast corner of Park Avenue and 48th Street, at 299 Park Avenue (the Westvaco building). This was done to avoid the potential for overcrowding at the 299 Park Avenue entrance because of demand from both Metro-North Railroad and LIRR passengers. Earlier ridership forecasts had predicted that 16 percent of the LIRR passengers would use the 299 Park Avenue entrance and 10 percent would use the entrance in 245 Park Avenue. However, if passengers in the 47th Street cross-passageway were made more aware of the 245 Park entrance through better rider outreach, it is reasonable to assume its use would increase by a nominal 5 to 7 percent so that use of the 299 Park Avenue entrance would decrease to a point where its VCE would function at capacity (Level of Service E).[1]

The analysis considers the condition when the new 48th Street entrance is deferred, and the other elements of the 2018 modified design are complete. As shown in **Table 1**, with the deferral of the ESA 48th Street entrance, in combination with the other changes described above, most LIRR passengers would shift to the new improved entrance at the southeast corner of 47th Street and Madison Avenue (383 Madison Avenue). LIRR passengers would also shift to the new 343 Madison Avenue entrance at 45th Street and the 245 Park Avenue entrance at 47th Street.

Table 1
Distribution of Long Island Rail Road Passengers at Grand Central Terminal
Comparison of Previously Approved Project to Proposed Design Modification

Entrance	Percentage of LIRR Passengers		
	Approved Project (with 48th St. entrance; not including modified design at 47th St.)	Proposed Design Modification (48th St. entrance deferred; modified design at 47th St.)	
		Percentage	Change
45th St. (343 Madison Ave.)	10.0	14.0	+4.0
Southeast corner 47th St. at Madison Ave. (383 Madison Ave.)	0.1*	18.6	+18.6
Northeast corner 47th St. at Madison Ave. (401 Madison Ave.)	2.5	1.4	-1.1
Northeast corner 48th St. at Madison Ave. (415 Madison Ave.).	25.0	0.0	-25.0
Northeast corner 48th St. at Park Ave. (299 Park Ave. / Westvaco)	16.0	12.5	-3.5
47th St. (245 Park Ave.)	10.0	17.0	+7.0**
Other GCT entrances	36.4	36.4	0.0
Total	100.0	100.0	

Note: * The 2001 FEIS and subsequent analyses all assumed a very small number of passengers would use this entrance.
** Shift due to deferral of 48th Street entrance and shift in trips headed nearer 245 Park Avenue due to the rezoning.

[1] Pedestrian conditions are typically analyzed using the methodologies provided in the *Highway Capacity Manual* developed by the Transportation Research Board. Using this approach, pedestrian conditions are measured by their "Level of Service" or LOS. Six categories of LOS are used, LOS A through F, with LOS A representing the little or no congestion and LOS F representing very crowded conditions.

As shown in the table, passengers would shift to other entrances with the 2018 modified design. This is because of the following: the proposed deferral of the 48th Street entrance, the enhancements to the entrance at 47th Street, and the change in passenger distribution anticipated because of the recent rezoning. This analysis conservatively assigns all LIRR passengers to the entrances listed in **Table 1**, which are the access points most likely to be used. In addition to these entrances, passengers would continue to use the other existing and planned entrances to GCT, whether or not the proposed design modification occurs.

A quantified pedestrian analysis for those street-level entrances was undertaken for the year 2030, accounting for future volumes of both LIRR and Metro-North Railroad passengers who would use those entrances. The results of the analysis are shown in **Table 2** below. As shown in the table, the passengers who would shift from the deferred 48th Street entrance can be accommodated in the other street-level entrances nearby. With the shift in passengers that would result from deferral of the 48th Street entrance, pedestrian levels of service would remain at Level of Service D or better, except at the northeast corner of 48th Street and Park Avenue, which would operate at Level of Service E with or without the proposed modification.

Table 2
Projected Pedestrian Level of Service at Street-Level Entrances, 2030
Comparison of Previously Approved Project to Proposed Design Modification

Entrance	Approved Project	Modified Project
45th St. (343 Madison Ave., previously known as 347 Madison Ave.)	A	A
Southeast corner 47th St. at Madison Ave. (383 Madison Ave.)	A	C
Northeast corner 47th St. at Madison Ave. (401 Madison Ave.)	E	D
Northeast corner 48th St. at Madison Ave. (415 Madison Ave.).	B	—
Northeast corner 48th St. at Park Ave. (299 Park Ave. / Westvaco)	E	E
47th St. (245 Park Ave.)	C	D

Note: LOS E represents the limit of processing capacity with volume matching capacity. Typically, transit operating agencies prefer to have their facilities operate at a LOS C/D, which indicates only slight congestion and momentary queuing. However, LOS D to E often prevails at VCEs to limit capital costs and because short-term queuing is acceptable to travelers.

As noted above, MTA is committed to constructing the 48th Street entrance as soon as it is practicable. Once the new 48th Street entrance is open and the enhancements to the 47th Street entrance remain in place, some passengers would shift back to 48th Street while others would continue to use the 47th Street entrance.

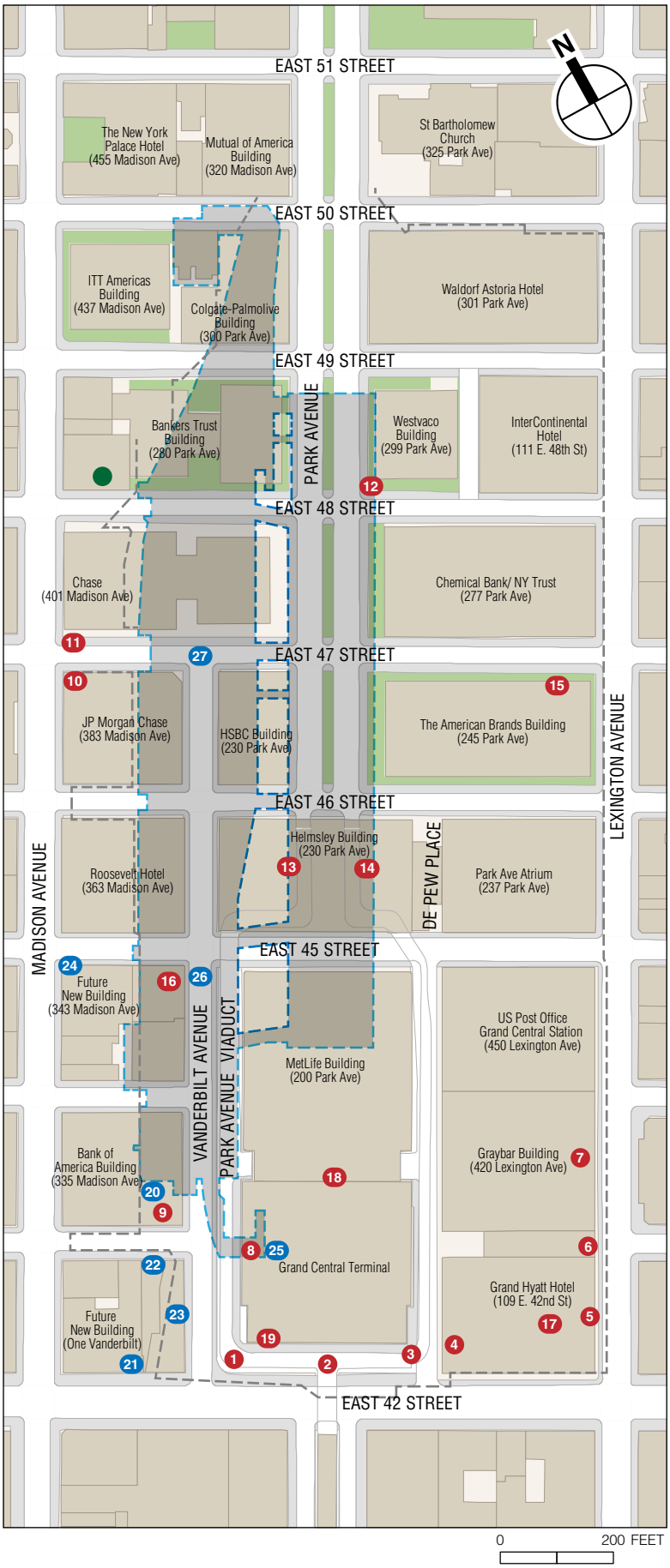
Summary

The overall levels of service indicate that with the proposed design modification, the addition of new vertical capacity under the 383 Madison building from the LIRR concourse and diversions resulting from the shift in development in East Midtown would have a dramatic ameliorating effect on the redistribution of LIRR passengers exiting the terminal. The 383 Madison VCE would operate acceptably and could provide relief for the existing 47th/Madison VCE. The 45th Street entrance would provide enough

capacity to provide optimal Level of Service A, a clear indication that additional LIRR diversions could be accommodated there to provide more balanced conditions toward Madison Avenue and points west via all egresses from the LIRR concourse.

Overall, this analysis demonstrates that with deferral of the new ESA entrance at 48th Street, levels of service would remain acceptable (i.e., none would operate at LOS F, which would be considered unacceptable or failing) at all ESA entrances and for other entrances likely to be used by LIRR passengers.

02.15.18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EAST 45 STREET
EAST 42 STREET
PARK AVENUE
MADISON AVENUE
LEXINGTON AVENUE
VANDERBILT AVENUE
PARK AVENUE VIADUCT
DE PEW PLACE
The New York Palace Hotel (455 Madison Ave)
Mutual of America Building (320 Madison Ave)
St Bartholomew Church (325 Park Ave)
ITT Americas Building (437 Madison Ave)
Colgate-Palmolive Building (300 Park Ave)
Waldorf Astoria Hotel (301 Park Ave)
Bankers Trust Building (280 Park Ave)
Westvaco Building (299 Park Ave)
InterContinental Hotel (111 E. 48th St)
Chase (401 Madison Ave)
Chemical Bank/ NY Trust (277 Park Ave)
JP Morgan Chase (383 Madison Ave)
HSBC Building (230 Park Ave)
The American Brands Building (245 Park Ave)
Roosevelt Hotel (363 Madison Ave)
Helmsley Building (230 Park Ave)
Park Ave Atrium (237 Park Ave)
Future New Building (343 Madison Ave)
MetLife Building (200 Park Ave)
US Post Office Grand Central Station (450 Lexington Ave)
Bank of America Building (335 Madison Ave)
Graybar Building (420 Lexington Ave)
Grand Central Terminal
Grand Hyatt Hotel (109 E. 42nd St)
Future New Building (One Vanderbilt)
N
0
200 FEET

Entrance Plan

- *Existing Grand Central Terminal Entrance*
- *Planned East Side Access Entrance*
- *Deferred Entrance*
- *LIRR Concourse*
- *Grand Central Terminal Below-Grade Area*

Existing Entrances

- *Connections to Street*
  - *1. Kitty Kelly Ramp - Main Concourse to 42nd St.*
  - *2. 89 E. 42nd St. - Vanderbilt Hall*
  - *3. 105 E. 42nd St. - 42nd St. Passageway*
  - *4. Hyatt - 42nd St. Passageway to Fare Control Area*
  - *5. Lexington Passage Main - Concourse to Lexington*
  - *6. Grand Central Market - Main Concourse to Lexington*
  - *7. Graybar Passage - Main Concourse to Lexington*
  - *8. Vanderbilt Stairway - Balcony Level to Vanderbilt Stairway*
  - *9. Biltmore Room - Concourse Level to 43rd St./335 Madison Ave.*
  - *10. JP Morgan Chase - 47th St. Passageway to 383 Madison Ave. to connect with LIRR*
  - *11. MNR - 47th St. Passageway to Madison Ave. (Sidewalk Entrance)*
  - *12. Westvaco - 47th St. Passageway to 299 Park Ave./48th St.*
  - *13. Helmsley West - Ground Floor of 230 Park Ave.*
  - *14. Helmsley East - Ground Floor of 230 Park Ave.*
  - *15. 245 Park Ave. - 47th St. Passageway*
  - *16. 52 Vanderbilt Entrance to 45th St. Passageway*
- *Intra Terminal Connections*
  - *17. IRT - Fare Control Area - Main Concourse to Hyatt*
  - *18. MetLife - Main Concourse to MetLife Ground Floor*
  - *19. Shuttle - Main Concourse to Fare Control Area*

Planned Entrances

- *ESA Connections to Street*
  - *20. Biltmore Elevator/Escalator - LIRR Concourse to 43rd St.*
  - *21. One Vanderbilt to 42nd St.*
  - *22. One Vanderbilt to 43rd St./Ticketing Hall Entrance*
  - *23. One Vanderbilt to Vanderbilt Ave.*
  - *24. 343 Madison Ave. (Boston Properties)*
- *ESA Intra Terminal Connections*
  - *25. LIRR Connection - LIRR Concourse to Dining Concourse*
  - *26. 45th St. Passageway - LIRR Concourse to 45th St. Passageway*
  - *27. 47th St. Passageway - LIRR Concourse to 47th St. Passageway*

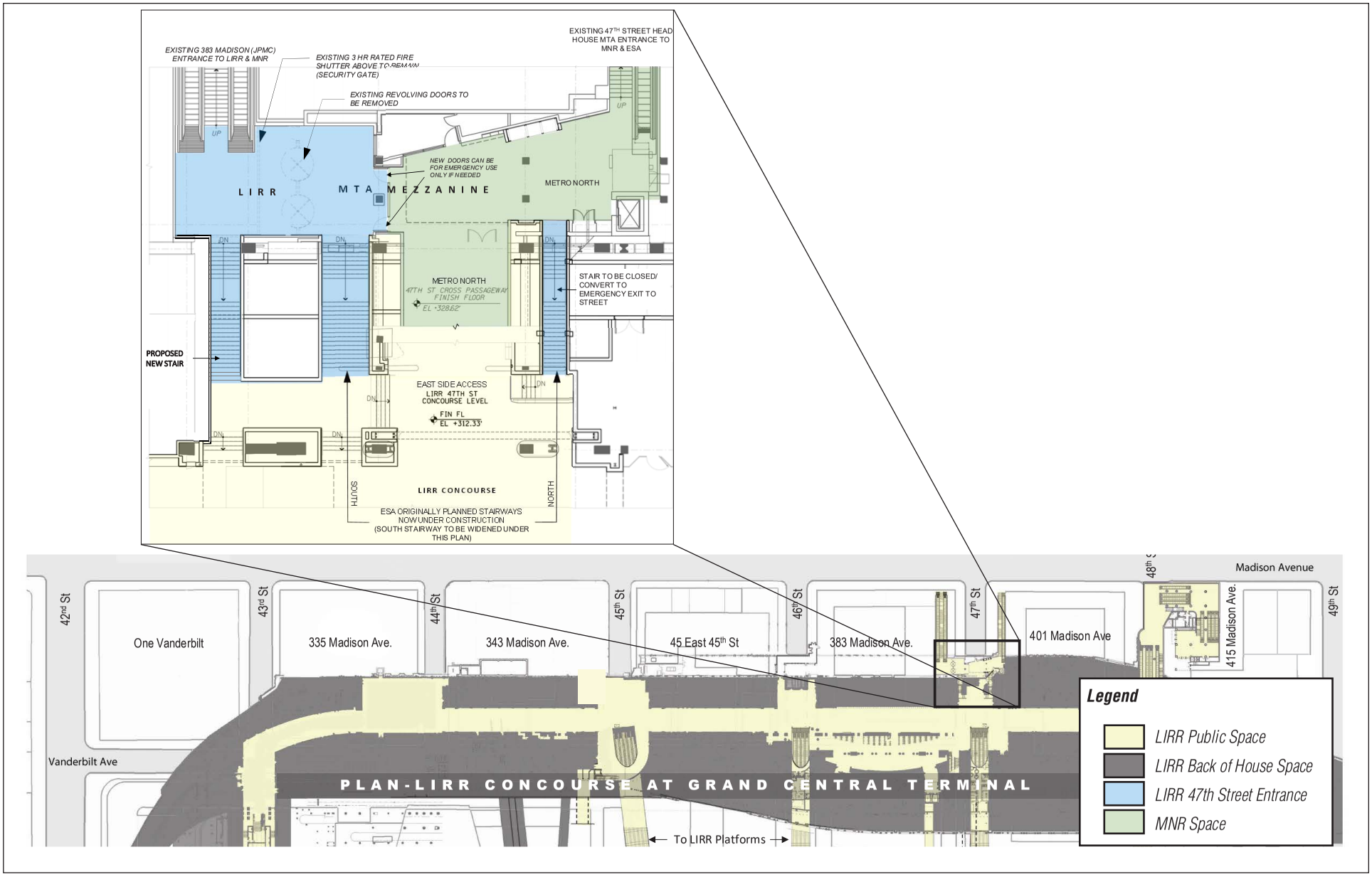
Deferred Entrance

- *48th St. - LIRR Concourse to 48th St.*

Grand Central Terminal Entrance Locations

Figure 1

LIRR EAST SIDE ACCESS



Modification to 47th Street Entrance

LIRR EAST SIDE ACCESS

Figure 2